13TH AVENUE COMMERCIAL STUDY

CITY OF REGINA
PLANNING DEPARTMENT
FEBRUARY 1985

February 27, 1985

To: Secretary,
Regina Planning Commission

Re: 13th Avenue Commercial Study

1.0 Background

On May 28, 1984, City Council approved a resolution that the Administration undertake a study of commercial zoning along 13th Avenue in the Cathedral Area and present a terms of reference for Council's approval.

On October 28, 1984, City Council approved the 13th Avenue Commercial Study Terms of Reference.

2.0 Study Progress

Since the approval of the Terms of Reference, Planning Department staff have conducted the study which has included meetings with the Cathedral Area Community Association (CACA) Planning Committee, consulting with businesses in the area, and in-house investigation and analysis.

The CACA Planning Committee has reviewed the background material with the exception of the recommendations.

It is appropriate that the document be released at this time for further dicussion within the community, by business operators, and property owners.

Your Administration will therefore be recommending tabling of the report for a period of six weeks with the report to be brought forward on April 10, 1985.

In the interim, the Administration proposes to meet with the Community Association, notify property owners, and notify applicants with outstanding rezoning applications which are also addressed in the report.

3.0 Recommendation

It is recommended that:

1) The 13th Avenue Commercial Study be TABLED for a period of six weeks to allow for public review.

2) The report be brought forward to the Regina Planning Commission on April 10, 1985.

Respectfully submitted,

Peter C. Davies,
Director of Planning

JS/dl
Att.

2830D
0367C

13TH AVENUE COMMERCIAL AREA STUDY

City of Regina
Planning Department

February, 1985

A C K N O W L E D G E M E N T S

The Planning Department would like to thank the members of the Cathedral Area Community Association Planning Committee who volunteered their time and advice during study preparation. Members of the Planning Committee are:

Ron Robinson, Chairman
Lucy Eley
Lil McLean
Dan Kuss
Joseph Daly
Donna Schindel, Community Worker

Mr. Joe Sirke from the Cathedral Area assisted Planning Department staff during the business interviews. Mr. Sirke's contribution toward this study is greatly appreciated.

PROJECT TEAM

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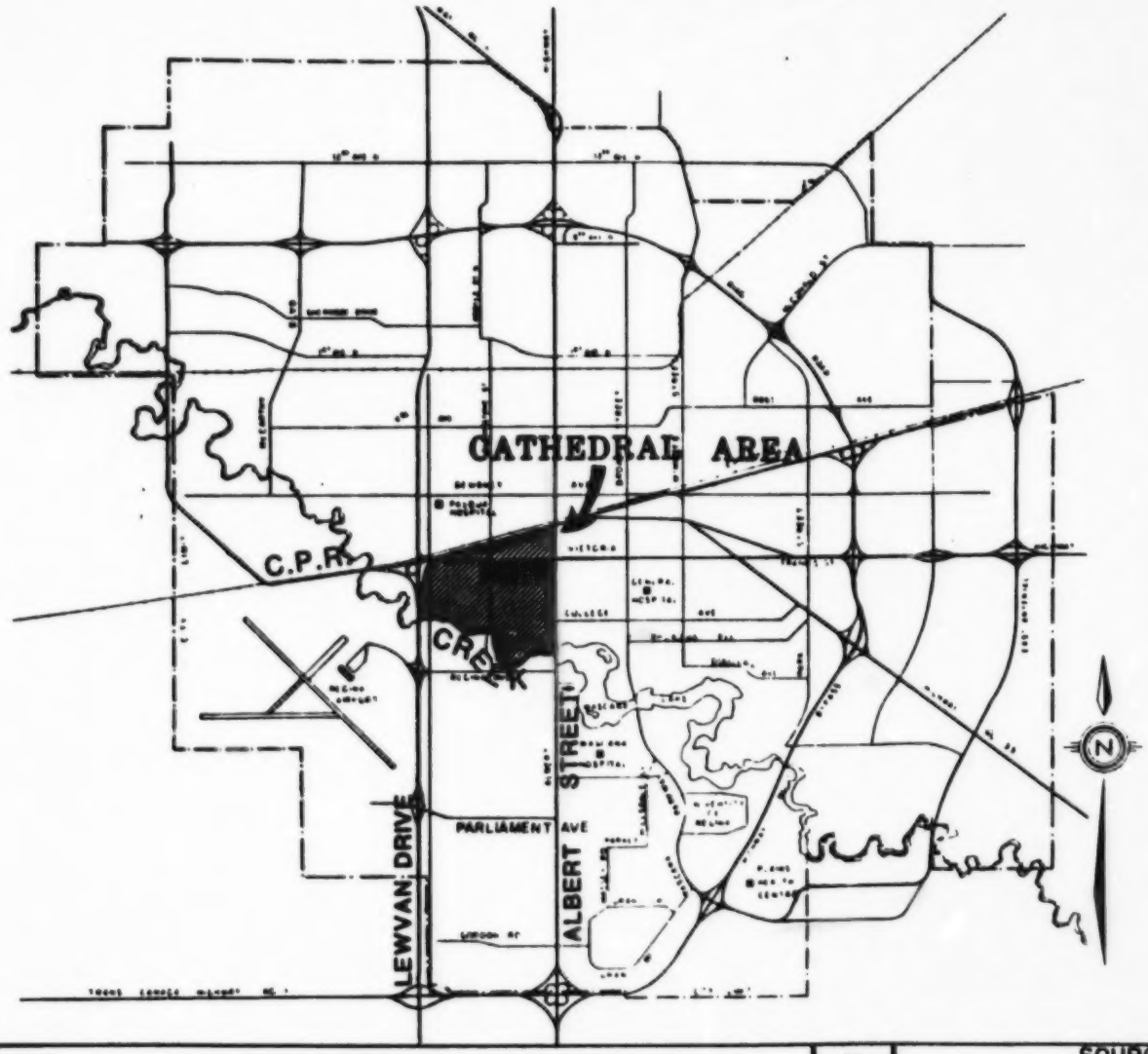
CONTENTS

		Page
1.0	Background	1
2.0	Plan Goals and Objectives	2
3.0	Development Characteristics	
	3.1 Land Use	3
	3.2 Height	4
	3.3 Setback	5
	3.4 Ownership	6
	3.5 Traffic Conditions	6
	3.6 Parking	7
	3.7 Pedestrian Movements	8
4.0	Current Zoning Regulations/Policies	
	4.1 Zoning History	9
	4.2 Current Zoning Standards	9
5.0	Community Interest	
	5.1 Community Meetings	13
	5.2 Business Interests	13
6.0	Issues and Analysis	
	6.1 Role of the Area	15
	6.2 Street Character	16
	6.3 Neighbourhood Interface	17
	6.4 Commercial Nodes	18
	6.5 Conclusions	19
7.0	Recommendations	22

MAP 1 LOCATION OF STUDY AREA



13 TH AVENUE STUDY AREA

N

SOURCE
PLANNING DEPARTMENT, 1984

SCALE

1.0 BACKGROUND

On May 28, 1984, City Council approved a resolution that the City Administration undertake a study of commercial zoning along 13th Avenue in the Cathedral Area and present a terms of reference for Council's approval.

The need for the study arose as a result of concerns expressed by the Cathedral Area Community Association as to the appropriateness of the zoning proposed as part of the Neighbourhood Commercial Study.

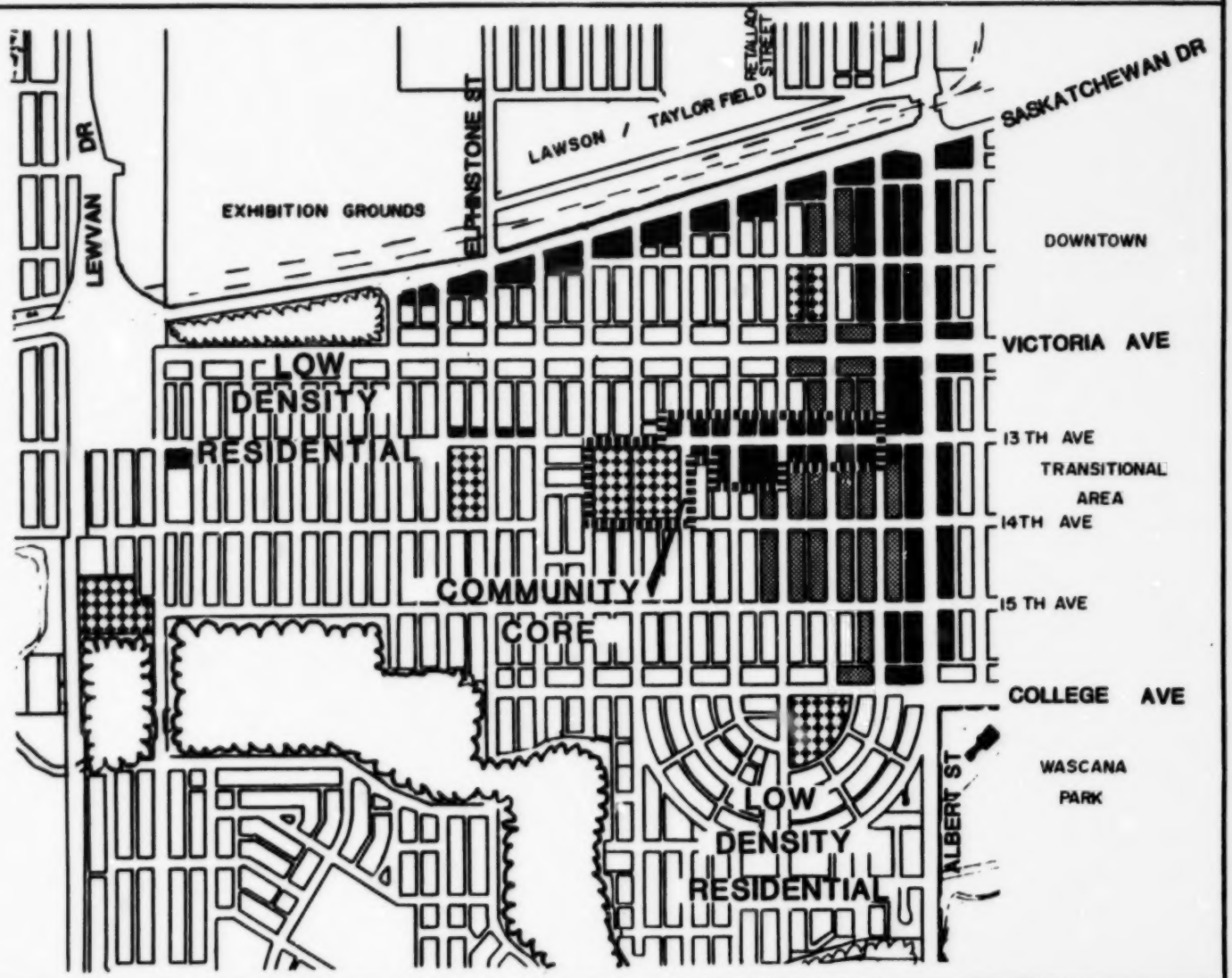
The Cathedral Area Community Association Planning Committee approved the Draft Terms of Reference on September 11, 1984.

The Regina Planning Commission approved the Terms of Reference on October 24, 1984.

City Council approved the Terms of Reference on October 29, 1984.

The Study Terms of Reference are included as Appendix A of this report.

MAP 2 CATHEDRAL NEIGHBOURHOOD GENERAL LAND USE



COMMERCIAL
MEDIUM DENSITY RESIDENTIAL
INSTITUTIONAL

N

SOURCE
PLANNING DEPARTMENT, 1984
N.T.S.
SCALE

2.0 PLAN GOALS AND OBJECTIVES

1. To develop a land use strategy for the 13th Avenue commercial area which is sensitive to the unique development characteristics of the area.

2. To provide for further economic development along 13th Avenue which is compatible with and complements other uses in the area.

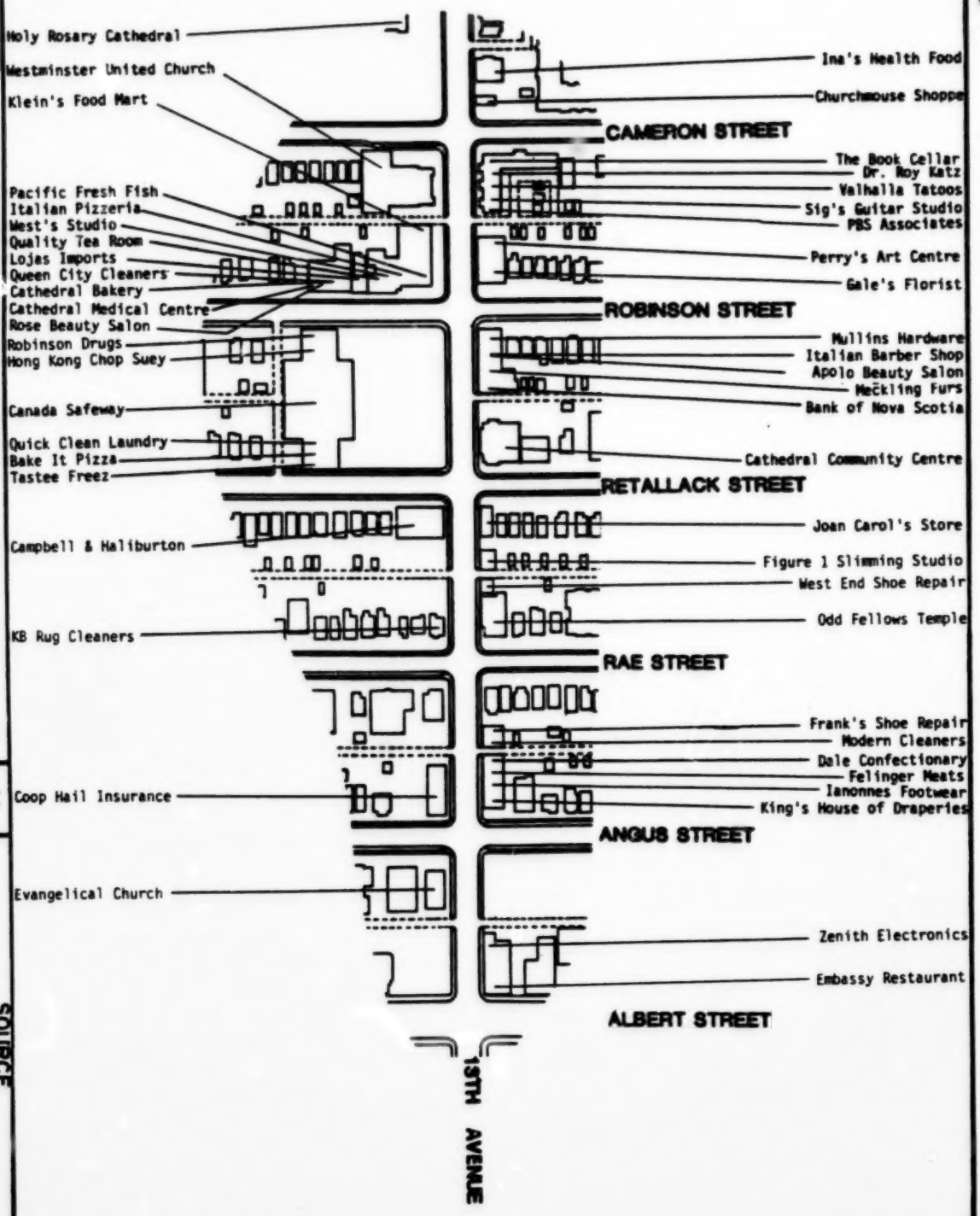
3. To encourage consolidation of the existing commercial area and, as a secondary consideration, the rationalization of locations for further commercial activity in the area.

4. To recognize the importance of the commercial node at Retallack and Robinson Streets, and the need to concentrate further development around this focal point and immediate area along the 13th Avenue strip.

5. To ensure that commercial development occurs in a manner which is compatible with the adjacent residential areas.

6. To recognize that businesses in the area rely on local trade from within the Cathedral Area, but a significant portion of business comes from outside the area.

MAP 3 DETAILED BUSINESS INVENTORY



3.0 DEVELOPMENT CHARACTERISTICS

3.1 Land Use:

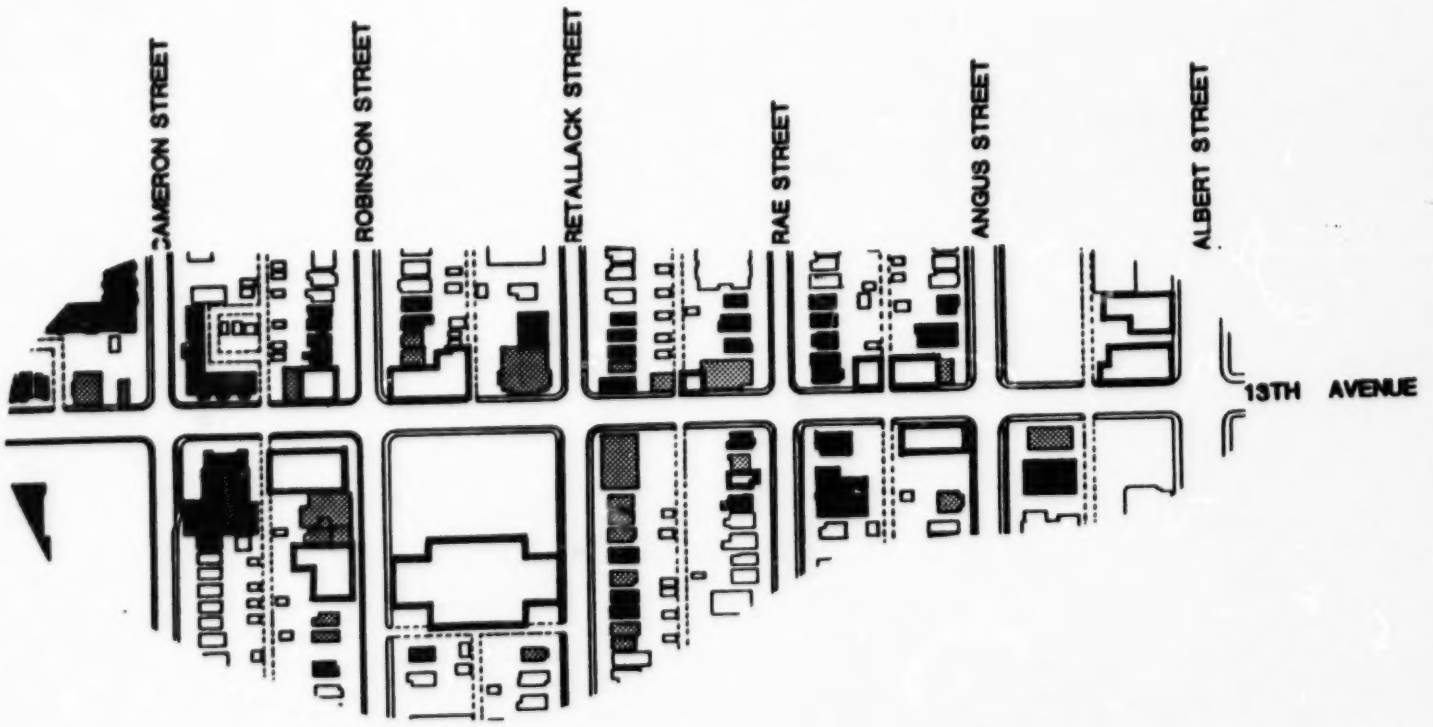
The 13th Avenue Commercial area has been developed with a mix of retail, service and institutional uses and is surrounded by a residential area which consists primarily of detached dwellings and low rise apartments. Commercial activity is concentrated in a strip which extends along 13th Avenue from the lane west of Cameron Street to Albert Street. A separate commercial node is located on 13th Avenue at Elphinstone Street. Major focal points on the 13th Avenue strip include the Safeway supermarket at Robinson Street and the Holy Rosary Cathedral and related facilities which span the blocks between Cameron and Athol Streets. The remainder of the commercial strip consists primarily of small stores and service establishments as well as several smaller institutional and community service uses. A general overview of land use in the study area is shown on Map 2.

The commercial node at Elphinstone and 13th Avenue is considered to be separate and distinct from the shopping strip between Cameron and Albert Streets for a number of reasons. The Elphinstone commercial node is physically removed from the commercial strip by 3 blocks which are residential on the north side and residential and institutional on the south. The Elphinstone Street location is oriented more to serving the commercial needs of the auto-oriented shopper given its highly accessible location as compared to the "shopping street" character of the rest of 13th Avenue.

The strip between Cameron Street and Albert Street attracts a wider market to the Safeway store and the other more specialized shopping and service establishments which are located there. A detailed inventory of businesses in the strip between Cameron Street and Albert Street is shown on Map 3 .

A review of the retail space provided in the area in relation to the market potential within the neighbourhood indicates that approximately 20 to 25 percent of food and other low order goods shopping must come from customers who live outside the Cathedral Area. For more specialized items such as window coverings, flowers or wicker items the proportion of non-local resident patronage is likely to be even higher. The survey of businesses in the area (see Section 4.0 and Appendix B) tends to corroborate these findings.

MAP 4 BUILDING HEIGHT



1 STOREY
2 STOREYS
3 STOREYS

N

SOURCE
FIELD SURVEY, 1984

N.T.S.
SCALE

The commercial strip between Albert Street and Cameron Street is one of the very few neighbourhood shopping streets remaining in Regina. It is possibly the most successful in satisfying the day to day shopping needs of area residents as well as the more specialized shopping needs of both area residents and many shoppers from further afield. Critical elements in its success include the focus which the Safeway store provides, the "town square" atmosphere created by the stores ringing the parking lot, the abundance of parking, the continuity of storefronts along the street which provide a range of interesting and attractive services and facilities for the shopping public, the mix of public institutional uses and the support by the area residents for the 13th Avenue businesses.

In addition to shopping and services, the 13th Avenue strip also contains several offices which are only indirectly related to the role of the area as a local shopping street.

The study area contains three churches, including the Holy Rosary Cathedral and its associated schools and other facilities. In addition, Connaught Public School is located at the western end of the study area adjacent to the public library, while the remaining institutional property, the Cathedral Community Centre, is located in the centre of the shopping strip at Robinson Street. Other quasi-institutional uses include the Odd Fellows Temple and the Salvation Army Store.

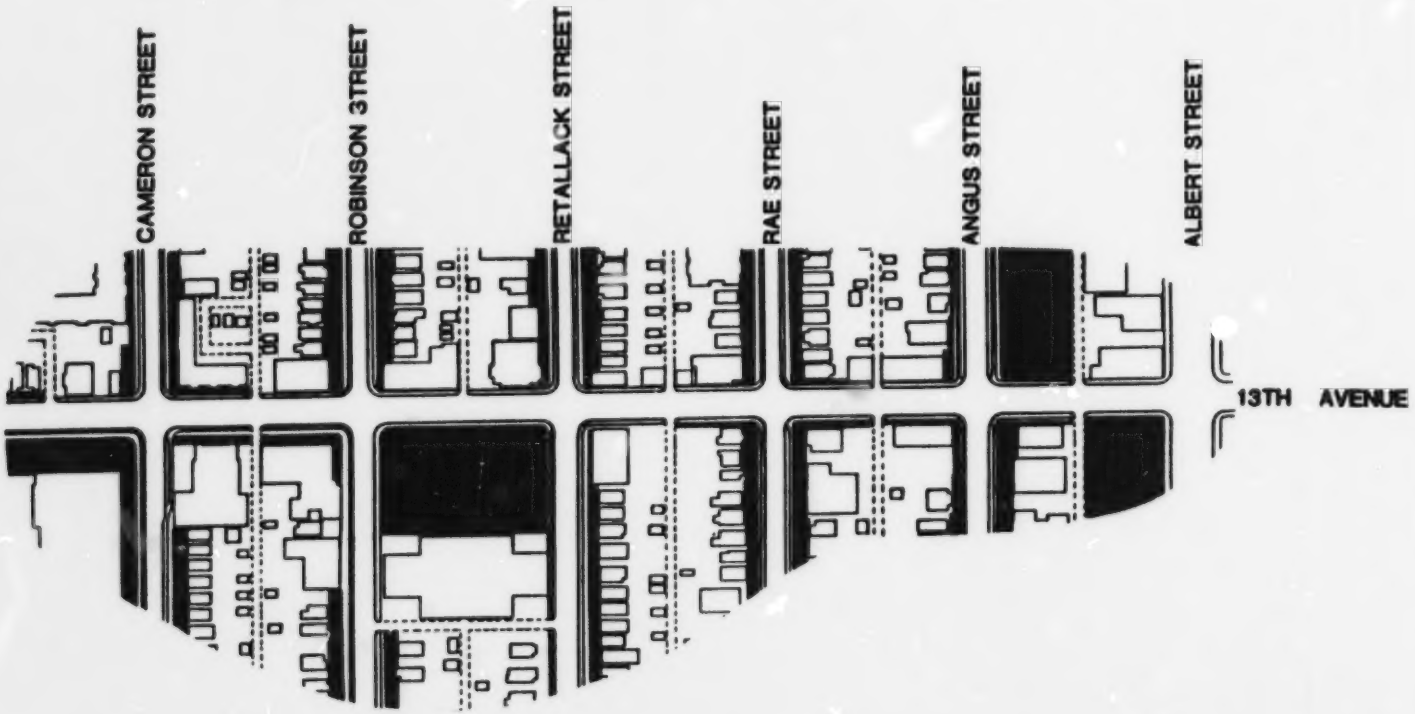
For the most part, the institutional uses on 13th Avenue primarily serve the residents of the area; the major exception being the Holy Rosary Cathedral which has City-wide significance. The concentration of institutional uses on 13th Avenue, especially the library and community centre, focus activity in the neighbourhood and support the role of 13th Avenue as the centre of the Cathedral neighbourhood.

3.2 Height:

Most of the existing buildings along 13th Avenue are between 3.0m and 4.5m in height (one storey commercial buildings) although there are several converted houses and two storey commercial buildings in the range of 6.0m to 8.5m in height. The notable exception to the above is the Holy Rosary Cathedral which is approximately 17m in height and has two spires which rise to approximately 30m in height. (See Map 4)

Although most of the buildings along 13th Avenue fall within a relatively narrow range of height, there are often small variations in the height of adjacent buildings. These small height variations have an important effect on the visual quality of the streetscape.

MAP 5 BUILDING SETBACK FROM PROPERTY LINE



1 2 3 4 5 6 7 8 9 10 30 40 m.

N

SOURCE
FIELD SURVEY, 1984

N.T.S.
SCALE

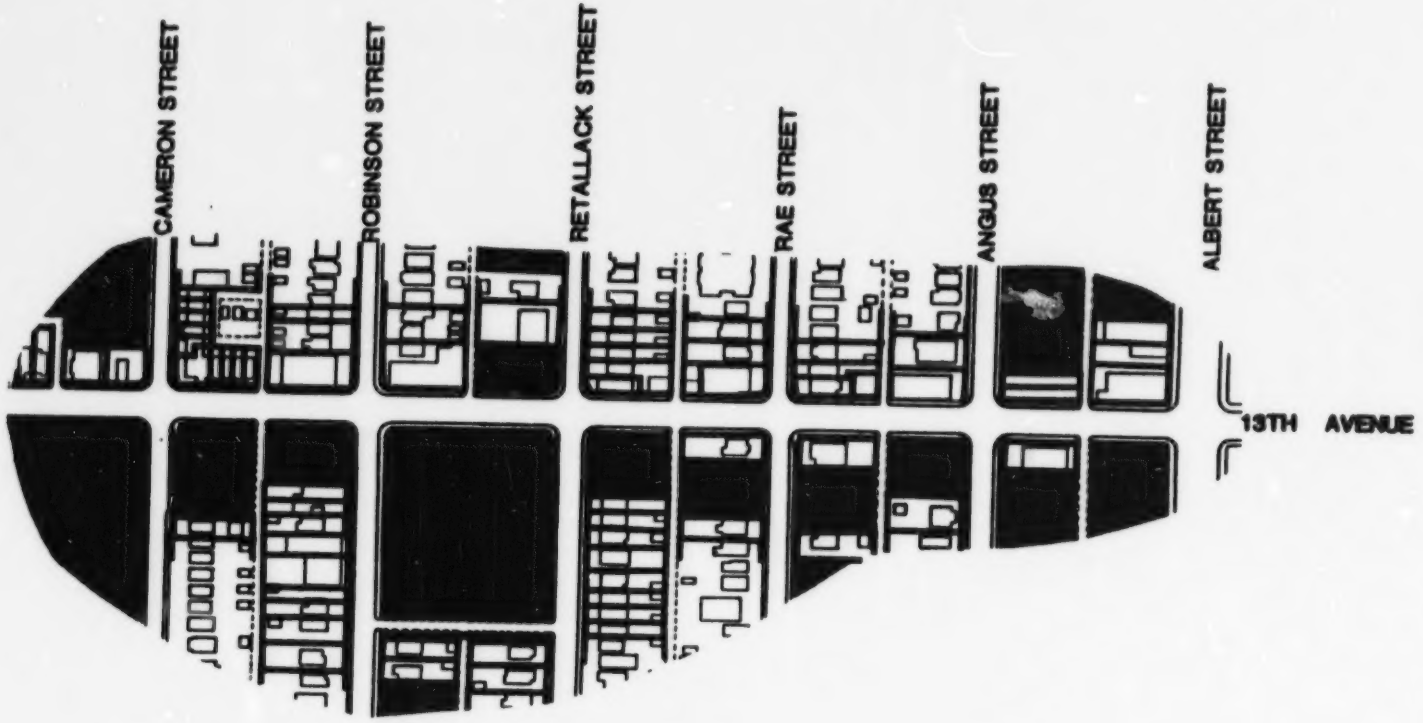
3.3 Setbacks:

Most of the commercial properties on 13th Avenue are oriented such that their front yards abut the north-south residential streets, and their side yards abut 13th Avenue on one side and adjacent residential properties on the other. The major exception is the Safeway property which fronts onto 13th Avenue. (See Map 5)

The front yard setbacks of most of the commercial properties are equal to or less than those of the residential properties further down their street, and range from 0.0m (such as on the west side of Robinson south of 13th Avenue) to 4.5m (west side of Robinson Street north of 13th Avenue). The Safeway property is an exception having a front yard setback of 47m.

The front yard setback of the Safeway store provides the major departure from the relatively uniform setback of buildings along 13th Avenue, most of which are less than 2.0m. This is especially true on the north side where all buildings are setback less than 0.5m except for the townhouses east of Cameron Street which are setback 1.8m. On the south side there is less consistency west of Retallack Street, an area which includes the Safeway (47m setback) Kleins (7.9m) and Holy Rosary Cathedral (18.2m). East of Retallack Street, all of the buildings are setback less than 2.0m from 13th Avenue except for the residence at Rae Street (3.9m).

MAP 6 PROPERTY OWNERSHIP PATTERNS



LARGE PROPERTY HOLDINGS (75 ft or more frontage under single ownership)
SMALL PROPERTY HOLDINGS

N

SOURCE
ASSESMENT ROLL, 1984
N.T.S.
SCALE

3.4 Ownership:

With a few exceptions, the properties on and adjacent to the 13th Avenue Commercial strip are small (50 feet or less in width) and are separately owned by the business or resident of the property. The most notable exceptions are the Registan Shopping Centre Ltd. property which houses the Canada Safeway store, the large property holdings of the Archieopiscopal Corporation of Regina which includes the Holy Rosary Cathedral, the properties owned by Campbell and Haliburton which house their offices as well as tenants, the Westminster United Church, Co-op Hail Insurance and Kleins Holdings Ltd. properties. Although these large property holdings are few in number, they constitute a substantial proportion of the total study area and occupy approximately 40% of the 13th Avenue frontage. (See Map 6)

The land ownership pattern does not suggest that land has been assembled for commercial development beyond a depth of 50 feet north of 13th Avenue. This predominantly reflects the existing commercial development and leaves only a few isolated "infill" opportunities. On the south side of 13th Avenue, commercial facilities have been developed well beyond a depth of 50 feet from 13th Avenue in many cases, but the land ownership patterns suggest residential stability beyond the current limit of commercial development with a few additional "infill" opportunities. (See Map 7)

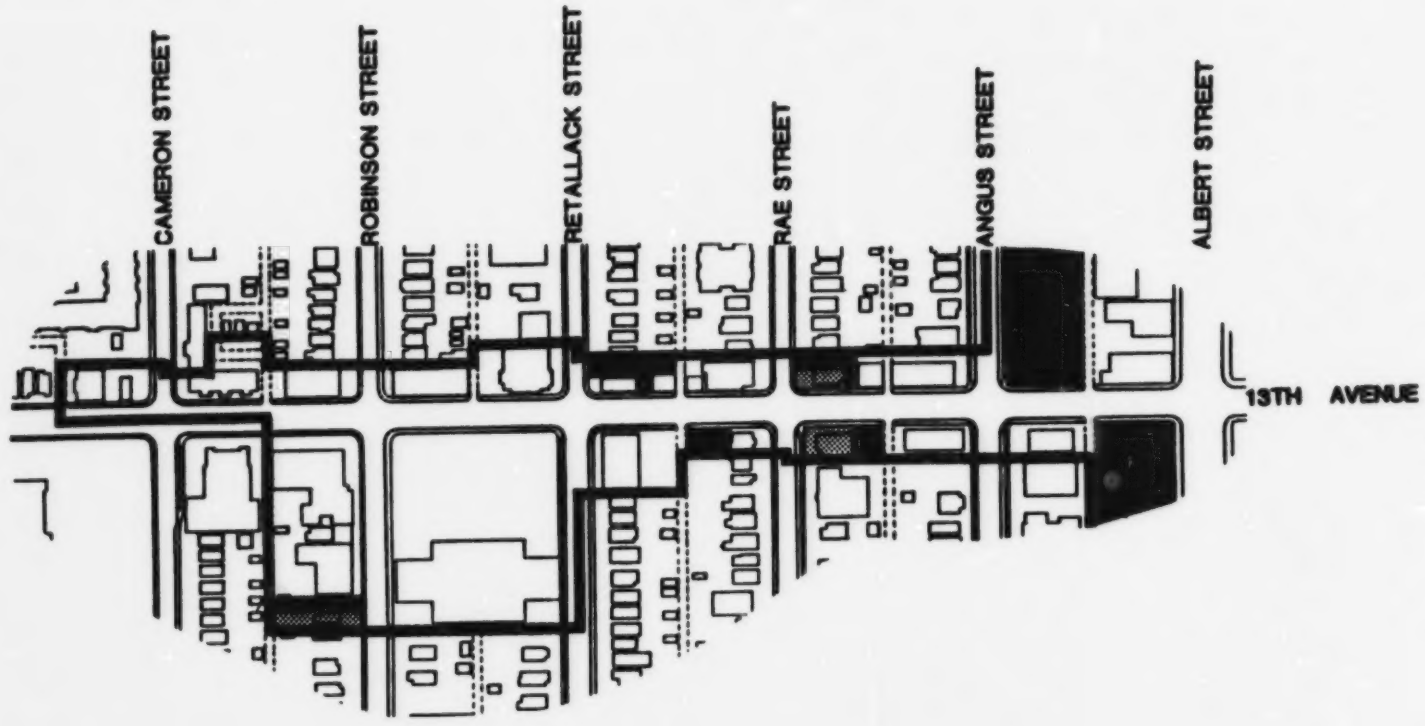
3.5 Traffic Conditions:

Traffic volumes along 13th Avenue have increased significantly from 1983 to 1984 (see Map 8) from 6500 to 9000 ADT. However, this increase results largely from traffic distruptions and changed traffic routes as a result of Lewvan construction in 1983. For comparison purposes, in 1978 average daily traffic between Angus and Elphinstone Streets is estimated at 8300 vehicles.

Traffic volumes along 13th Avenue are not expected to increase substantially in the next few years unless significant development occurs in the southwest part of the City. This is not forseen within the context of this plan. In the long term (15 years +) 13th Avenue may be cut off from the Lewvan Expressway. This would likely reduce traffic volumes along 13th Avenue. The proposal to two-way 13th Avenue between Albert and Broad Streets may result in increased traffic flows along 13th Avenue in the 4 to 6 p.m. period.

A comprehensive investigation of traffic and parking is scheduled to be undertaken by Public Works and Engineering within the next two years.

MAP 7 POTENTIAL COMMERCIAL INFILL



NEW CONSTRUCTION
REUSE OF EXISTING RESIDENTIAL BUILDING
PRESENT COMMERCIAL ZONING BOUNDARY

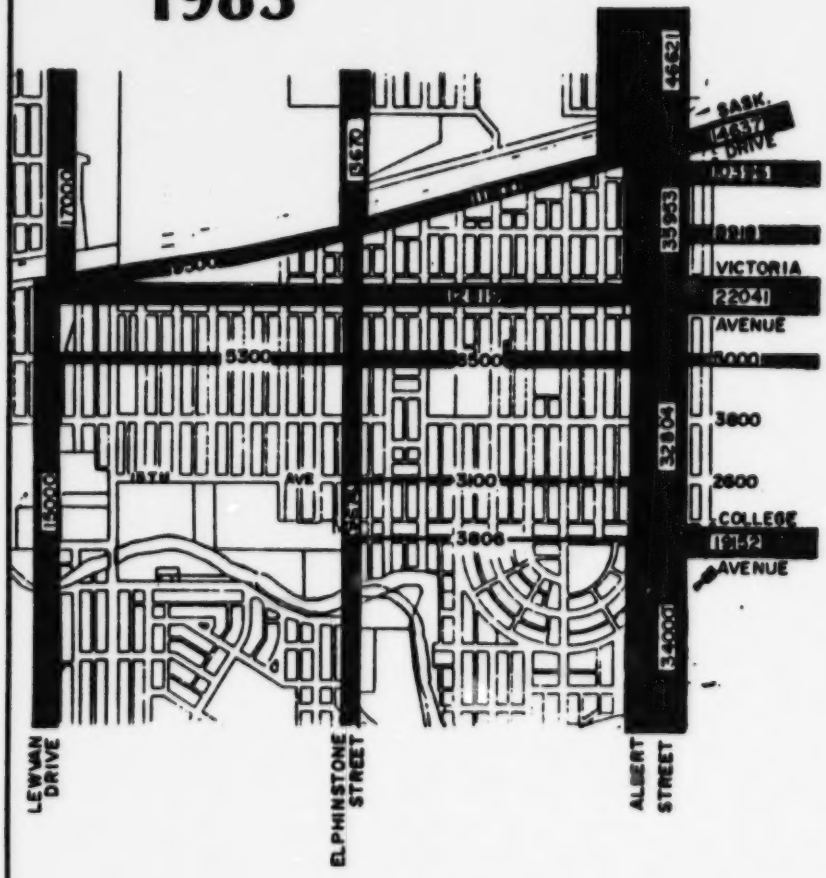
N

SOURCE
PLANNING DEPARTMENT, 1984

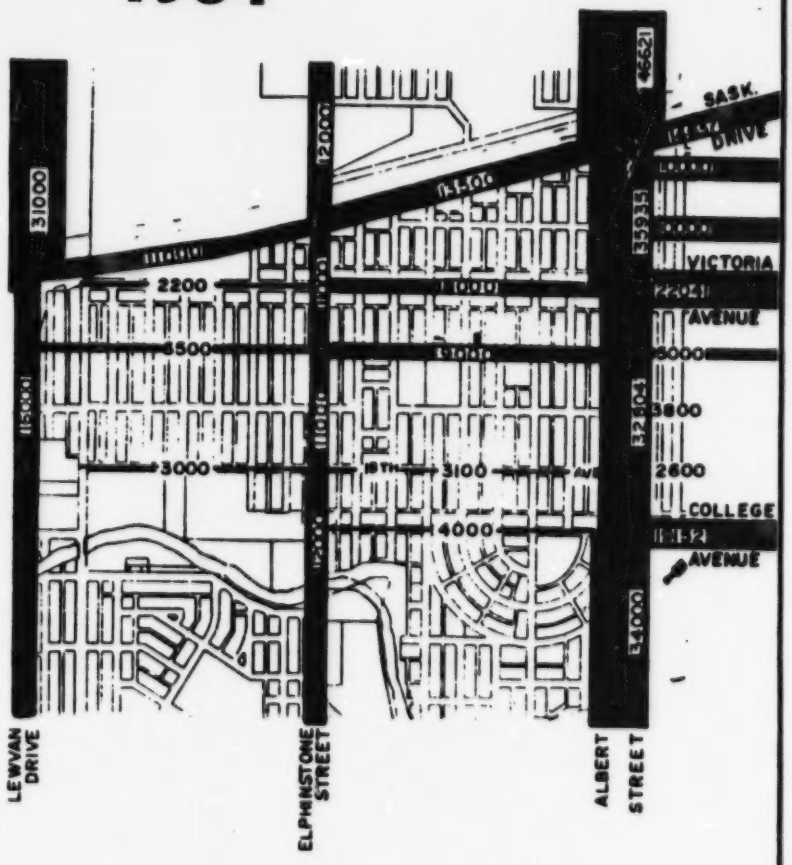
N.T.S.
SCALE

MAP 8 1983 and 1984 DAILY TRAFFIC VOLUMES

1983



1984

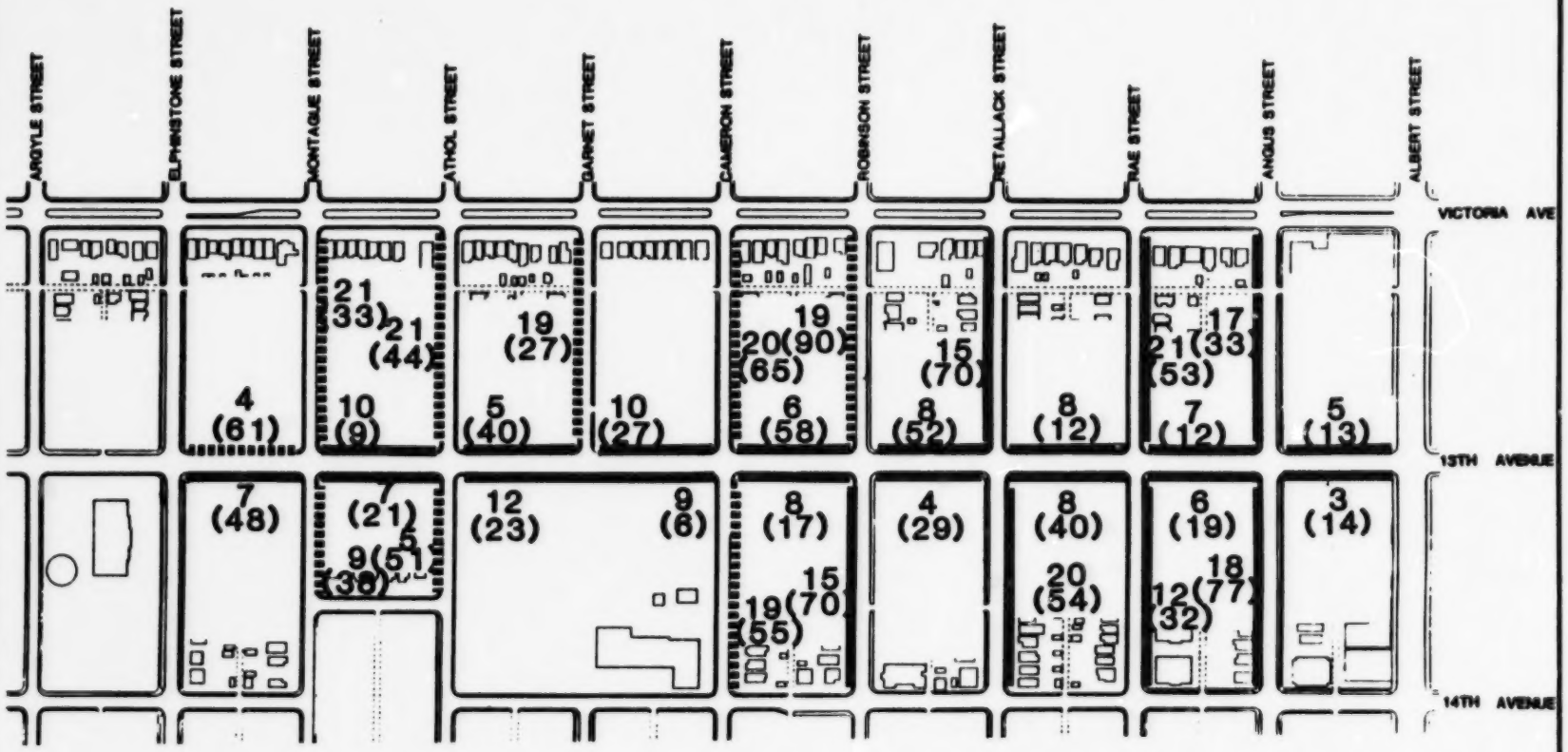


N

SOURCE
TRAFFIC FLOW CHART 1983, 1984 PUBLIC WORKS AND ENGINEERING, REGINA

N.T.S.
SCALE

MAP 9 PARKING UTILIZATION - ONSTREET



UNRESTRICTED PARKING
RESTRICTED PARKING
8 NUMBER OF SPACES ON BLOCK FACE
(15) PERCENT UTILIZATION

N

SOURCE
FIELD SURVEY, AUGUST, 1984
PUBLIC WORKS AND ENGINEERING

N.T.S.
SCALE

A speed survey was undertaken along 13th Avenue at Rae Street in June, 1984. The findings indicate that although the legal speed limit is 50 km/hr, the average speed is 39.6 km/hr. The 85th percentile speed was 46 km/hr. This value is important in that it indicates that 85% of the drivers feel "comfortable" driving at this speed or less in the area. Seven percent of the traffic exceeded the legal speed limit during the survey. The speeds are typical of that expected based on the legal speed limit.

3.6 Parking

The Public Works and Engineering Traffic Division collected on street parking data in the Cathedral Area. There are 378 on street parking spaces in the area bounded by Albert and Elphinstone Streets, and Victoria and 14th Avenues, of which 127 spaces are located directly on 13th Avenue. A number of observations have been made with respect to day parking in the area:

a) The areas with restricted parking (east of Robinson Street) have substantially lower utilization rates than unrestricted areas.

b) The parking in the vicinity of the commercial core (Cameron and Robinson) and immediate 13th Avenue strip has higher utilization rates.

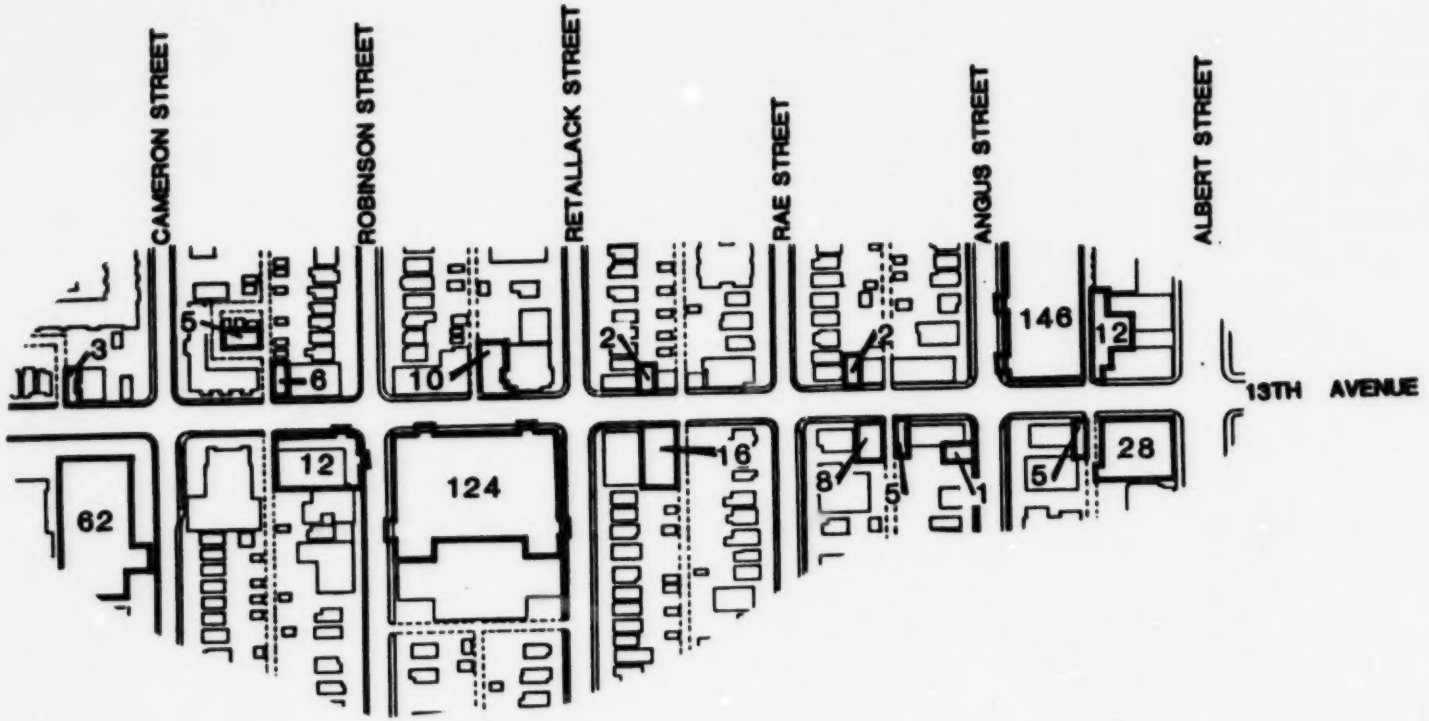
c) The restricted parking areas (60 and 120 minutes) on 13th Avenue have unexpectedly low utilization rates. (See Map 9)

It should be noted that parking is allowed on only one side of the street in this part of the Cathedral Area.

Stores operating in the area generally provide a limited amount of off-street parking (approximately 42 spaces) except for the Safeway store which provides 124 spaces. The on-street parking supply represents a considerable portion of customer parking supply along 13th Avenue. (See Map 10)

In total approximately 283 parking stalls are conveniently located for patrons of 13th Avenue stores (not including on-street spaces on residential side streets). This supply can be compared with a peak demand of 200 parking spaces for the 3714m^2 of retail floor space in the area, based on the standard of 1 space per 18.6m^2 of retail floor space established by the Urban Land Institute. It can be concluded that even at peak times there is surplus parking to accommodate approximately 1500m^2 more commercial space, without requiring additional parking to be provided. This is more than equal to the potential infill development west of Angus Street as identified on Map 7 .

MAP 10 OFF STREET PARKING (BUSINESS CUSTOMER & EMPLOYEE)



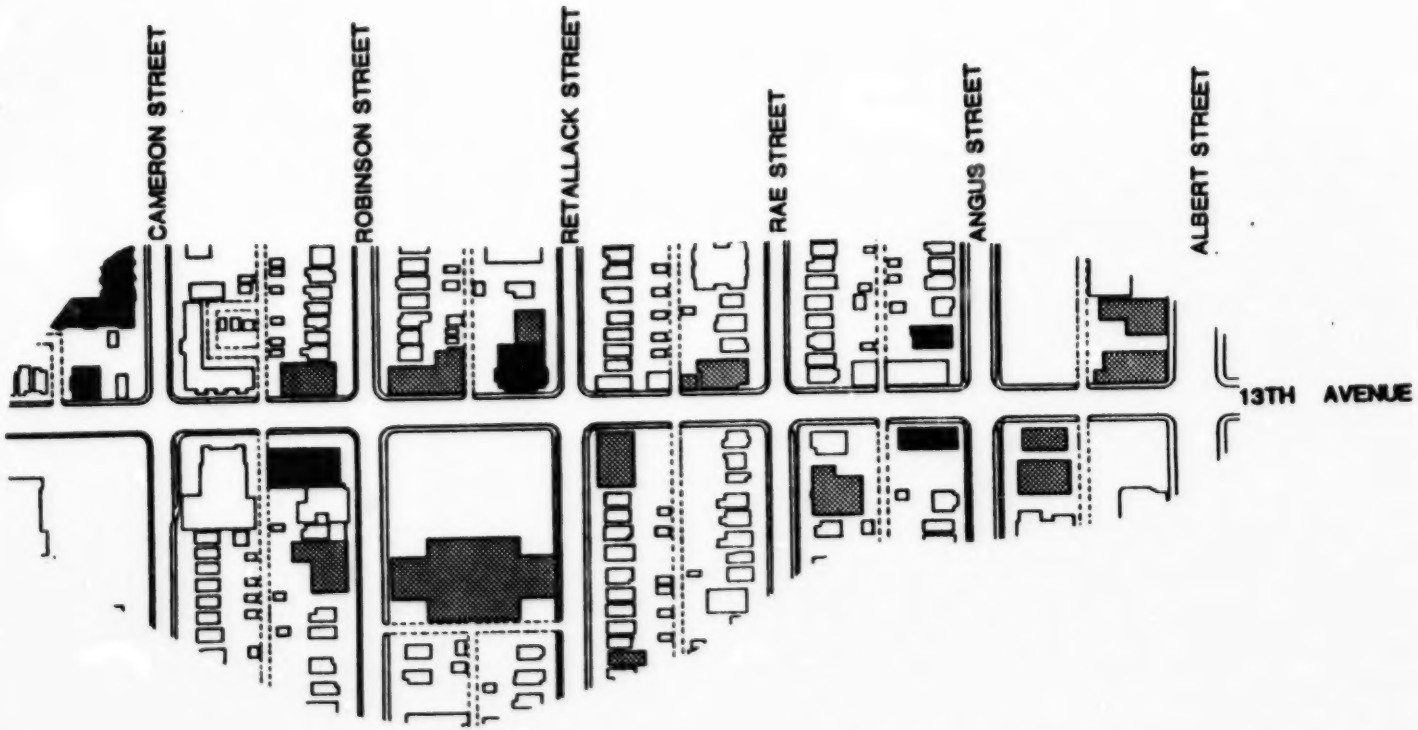
STORES - 166 OFFICES - 167 (21 excluding Wheat Pool) OTHER - 114 TOTAL 447	N	SOURCE FIELD SURVEY, 1984 N.T.S. SCALE

While the parking utilization rate is generally low during the day, some concern has been expressed with difficulties associated with residents' ability to park near their residences in the evening particularly in the restricted areas. This type of problem warrants investigation as part of overall traffic management in areas which experience similar conditions.

3.7 Pedestrian Movements

Albert and Elphinstone Streets at 13th Avenue have full signal controlled intersections which provide for pedestrian movements. The east side of Robinson Street on 13th Avenue has a pedestrian activated crosswalk. This intersection and the Retallack intersection (in front of the Community Centre) have been identified as the two principal pedestrian crossing points along 13th Avenue.

MAP 11 ZONING HISTORY



DEVELOPED PRIOR TO THE INTRODUCTION OF ZONING
DEVELOPED UNDER A PREVIOUS ZONING BYLAW
DEVELOPED UNDER THE ZONING BYLAW 6600 OR 7878

N

SOURCE
PLANNING DEPARTMENT, 1984

N.T.S.
SCALE

4.0 ZONING

4.1 Zoning History:

The first zoning bylaw applicable to the study area was adopted in 1927, 43 years after the area was first subdivided for development and 15 years after most of the area had actually been developed. This early development had occurred therefore in the absence of any zoning regulations. Since zoning regulations cannot be applied retroactively, most of these properties have remained in the form in which they were originally developed, even though that form may conflict with zoning standards which were later introduced.

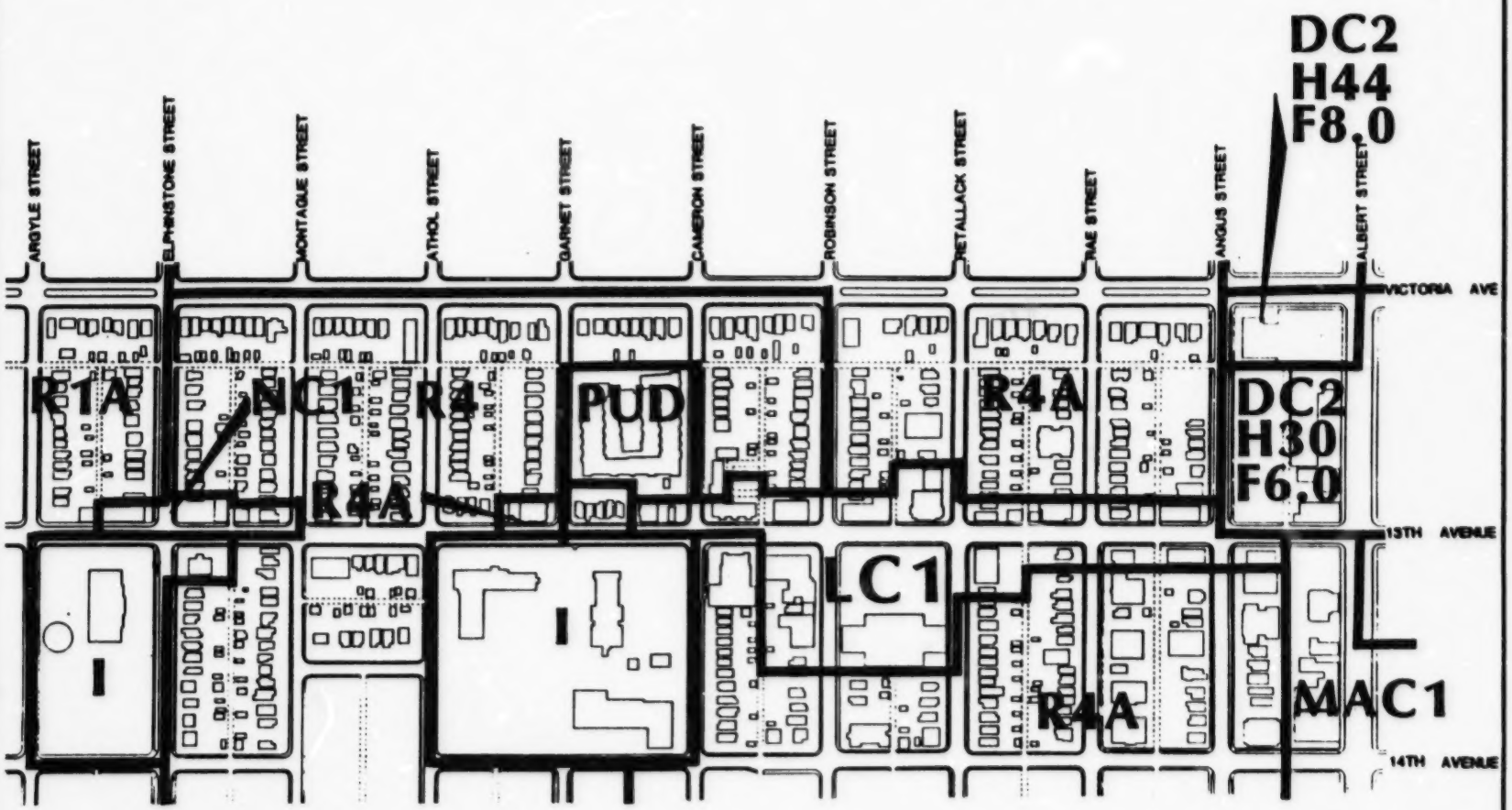
Since 1927, the infill development which has occurred has been required to comply with a series of different zoning bylaws. The first zoning bylaw established two zones within the study area - the Business A zone applied to properties within 125 feet of 13th Avenue and the Residence B zone was established for the rest of the area. This pattern has remained, with some modifications, up to the present. The commercial zones have permitted a range of retail stores, services and offices to be established, have required various front, rear and side yard setbacks and, since 1949, have required that a minimum number of parking stalls be provided on the site. Also since 1949, each zoning bylaw has required that the principal access to stores on corner sites be from the commercial street rather than the residential street. Map 11 shows buildings which have built under the various zoning bylaws and Table 1 shows the general standards established by each bylaw.

4.2 Current Zoning Standards:

The current zoning regulations are set out in Bylaw 7878. It establishes nine different zoning districts applicable to the study area, as shown on Map 12 .

The 13th Avenue Commercial Strip area is zoned LC1 - Local Commercial while the commercial properties on Albert Street are zoned MAC1 - Major Arterial Commercial south of 13th Avenue and DC2 - Downtown core north of 13th Avenue. The Cathedral, Connaught School and the library are zoned I - Institutional although other institutions such as the Westminster United Church, the Evangelical Church and the Cathedral Community Centre fall into other zoning categories (R4A - Residential Older Neighbourhood and NC1 respectively in the examples used above.)

MAP 12 EXISTING ZONING- FEBRUARY 1985



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SOURCE
PLANNING DEPARTMENT, 1984

N.T.S.
SCALE

The residential areas are primarily zoned R4A - Residential Older Neighbourhood on the eastern portion of the study area and R4 - Residential Older Neighbourhood on the western portion of the area. Both zones permit a range of low and medium density residential uses on 25 foot or larger lots, but the R4A zone also permits apartment buildings up to 15m in height. (Note: The term "permitted" is used here in the general sense and includes uses which are classified as both "Permitted Uses" and "Discretionary Uses" in the language of the zoning bylaw).

Concern has been raised about the zoning standards established for the LC1 zone between Angus Street and Garnet Street. The LC1 zone is an appropriate response to the zoning requirements of neighbourhood shopping centres. However, as has been pointed out by the Planning Committee of CACA, the LC1 standards do not encourage a perpetuation of the type of street oriented development which is desirable along 13th Avenue in several respects:

a) A minimum front yard setback of 6.0m is required by the LC1 zone. In most cases the front yard is that abutting the residential side street, but properties such as the townhouses at Cameron Street, Ina's Health Food and all of the properties on the west side of Robinson Street and the east side of Retallack Street front onto the shopping street. It would be detrimental to the shopping environment to require a 6.0m setback for these properties;

b) A minimum rear yard setback equal to 25% of the lot depth (9.52m for a typical 38.1m lot) is required. For properties which flank 13th Avenue this provision would lead to an undesirable discontinuity in the frontage of stores along the street. When combined with the required front yard setback and intervening side streets and lanes, only 44% of 13th Avenue street frontage could have building development along it;

c) No restrictions are placed on maximum setbacks from the street or on parking in the yard abutting the shopping street. Consequently the pedestrian oriented shopping environment of the street can be jeopordized by the introduction of parking lots which make pedestrian access to the stores more difficult from the street.

TABLE 1

GENERAL STANDARDS FOR COMMERCIAL ZONES

APPLIED TO 13TH AVENUE

Bylaw/Date	Uses	Yards	Parking	Other Regulations
#1378 (1927 - 1949)	Residential uses, stores, offices, restaurants, services, amusement places, institutional and meeting facilities.	not prescribed	not prescribed	Applied to properties lying 125' north or south of 13th Avenue from Albert Street to Argyle Street
#2385 (1949 - 1962)	All residential, retail, range of services, hotels offices, amusement places.	5' rear, 0 front or sides	1 space/ 2500 square feet in excess of 2500 square feet	Buildings which are used for non-residential purposes and which occupy corner lots at the junction of residential and business streets shall not be permitted to front on the residential street.
#3618 (1962 - 1968)	As for Bylaw 2385, with the addition of warehousing	As per Bylaw 2385	Complex formula for stores	As per Bylaw 2385.

Bylaw/Date	Uses	Yards	Parking	Other Regulations
#4306 (1968 - 1978)	Apartments, churches, other institutional uses, offices, services stores, restaurants, shopping centres theatres, pool halls.	25'front (res.) 4' side where provided, otherwise 0 30' rear 4' where abutting a res. zone.	Stores: 1/182 square feet Other Bus: 1/600 square feet Services: 1/300 square feet	Coverage 65% Res. FAR 3.0 Res. FAR 3.0 Other 1.75 45' height Where abutting a res. zone no business use or activity shall be carried out except where the principal access is provided directly from the street other than that upon which the residential zone abutts.
#6200 #6600 #7878 (1978 - 1984)	Retail stores (under 200m^2) services and professional offices permitted larger stores, offices, clubs service stations and dwelling units discretionary.	6m front 9m rear 0m side unless adjacent to res. zone.	Stores: 1sp/50m^2 over 100m^2 1/dwelling unit None for conf. stores Offices: 1/60m^2 over 325m^2	Where adjacent to a res. zone, principal access shall be from street other than that abutting the res. zone and secondary access may be from the street abutting the res. zone. Coverage 65%, FAR 1.75, Height 13m.

5.0 COMMUNITY INTEREST

5.1 Community Meetings:

Following is a register of the meetings held between Planning Department staff and interest groups affected by the study:

April 4, 1984	Planning Department staff met with the CACA Planning Committee to discuss CACA's submission to City Council dated March 19, 1984.
May 28, 1984	City Administration authorized to undertake a study of commercial zoning along 13th Avenue.
September 11, 1984	Planning Department staff met with the CACA Planning committee to review the Draft Terms of Reference.
October 9, 1984	CACA Planning Committee and Planning Department staff met to review the Draft Business Interview Schedule.
November 20, 1984	Planning Department staff met with Community residents at the regular meeting of the CACA to present the work program and obtain input on issues of concern to the residents.
January 8, 1985	Background material and preliminary analysis was presented to the CACA Planning Committee.

5.2 Business Interests:

The Planning Department and the Cathedral Area Planning Committee jointly prepared an interview schedule to determine the concerns and ideas of business operators in the area. A total of 26 businesses were selected for interview of which 19 were located along 13th Avenue, and seven were located elsewhere in the Cathedral Area. A summary of the responses is included in Appendix B of this report. One business selected has discontinued operation, while two others were unavailable at the time of the survey.

The following general conclusions are reached from the survey.

- Businesses are generally happy with their locations and do not perceive problems or forsee major changes in the future.

- The increased traffic volumes in the past two years have generally contributed positively to business operations in the area.
- Where off street parking is provided it is used frequently by customers and employees.
- Businesses expect that small specialty or other small businesses will be attracted to the area.
- Concentration of stores is desired.
- There is no consensus on how new developments should be located along 13th Avenue in terms of setbacks.
- There is no consensus on how parking should be provided in the future.
- There is a substantial interest in physical improvements to 13th Avenue (e.g. lighting, planter boxes, waste containers) with the possibility of business contributions to the improvements.
- There is a strong sense of community identity in the area.
- Businesses depend very heavily on customers outside the Cathedral Area.
- A high proportion of customers come by car and park close to the businesses.

6.0 ISSUES AND ANALYSIS

Through the course of the study, a number of issues have been identified by participants in the process, including the Community Association, businesses in the area and the Planning Department. These issues relate to:

1) the role of the area;

2) the character of the street; and,

3) the interface between commercial activities and the surrounding residential properties.

6.1 Role of the Area:

The 13th Avenue commercial strip has been perceived as being the local shopping facility for the Cathedral Neighbourhood. The document It's Our Neighbourhood makes several references to the local nature of the stores, and concludes that "...the area should not replace the downtown core... businesses should serve residents of the area rather than attracting a city wide clientelle."

In practice, the area has taken on a broader secondary role, that of providing some higher order specialty shopping facilities which serve a market extending well beyond the immediate neighbourhood. In addition, even the lower order day to day businesses depend upon "outside" business for a relatively small (20 - 30%), but important proportion of their business.

The stores and services on 13th Avenue would be less able to survive if their market area was restricted to the immediate neighbourhood, and a vital and active shopping area is seen as being a benefit to the community. Consequently it is necessary to balance a desire for the commercial facilities to be neighbourhood oriented with a recognition that the range of shopping available to residents and the vitality of the stores is dependent upon shoppers from outside the area being attracted. This balance should be considered when the issues of parking standards, extent of the commercial area and traffic control are addressed:

a) Parking should be adequate to accommodate patrons who drive from within and from outside the neighbourhood. The review of parking which was discussed earlier in Section 3.6 of this report suggests that the existing supply is adequate to serve present needs, plus allow for a moderate expansion. Any significant further expansion should be accompanied by an increase in parking in conjunction with the construction of larger projects in the area. This proposal is in keeping with current zoning practice in the City.

b) The extent or size of the commercial area can influence the range of the market it attracts. Significant expansion of the area should be avoided if the role is to remain primarily neighbourhood oriented. Commercial expansion should be restricted from encroaching into the neighbourhood further west along 13th Avenue or along any side streets which do not directly relate to the shopping area.

c) Traffic controls should enable easy access to the area from Albert Street and Elphinstone Street. Restricted traffic movements at these locations should be avoided. Thirteenth Avenue destined traffic originating from outside the Cathedral Area can be accommodated by access from Albert Street or Elphinstone Street.

6.2 Character of the Street:

The 13th Avenue strip has an intimate pedestrian oriented character which is not often found in local shopping areas of Regina. The "shopping street" nature of 13th Avenue is complemented by the focal "town square" atmosphere created by the Safeway plaza parking lot. Much of the character of 13th Avenue results from the early development of stores built up to or near the street property line and the consequent accessibility which is afforded the pedestrian shoppers. The issues of building setback, parking standards and street enhancement can be addressed in a manner which perpetuates this desired character:

d) Infill development should complement the existing character of the area by being built up to or near the street property line, and should extend as nearly as practicable along the entire shopping street frontage. In no case should the setback from the street be sufficient to enable parking to separate the street from the stores, except in the case of the existing Safeway development.

The review of existing building setbacks suggests that a standard of 0.0m minimum to 2.0m maximum setbacks from the shopping street would not create any legally non-conforming situations for existing commercial properties, except for Kleins and Safeway developments.

The non-conformity situation is not considered a major problem. In the case of Klein's any extension of the existing development would likely result in a reduction of the element of non-conformity assuming all other provisions of the Bylaw can be met (e.g. parking).

The Safeway site is a situation which requires special consideration. Proposed yard regulations can be waived with respect to this site, or alternately, a contract zone could be utilized.

e) Parking should not be permitted in yards which abut the shopping street if the continuity of a pedestrian oriented shopping environment along the street is to be maintained.

f) Street enhancement, such as is being undertaken in the downtown, could be applied to 13th Avenue to improve the aesthetic quality of the streetscape. Elements which could be considered include: burying utility lines, utilizing a distinctive sidewalk treatment, placing decorative street lights and introducing a street furniture system of benches, planters and waste receptacles. Initiation of a street enhancement program should come from the business community via the establishment of a Business Improvement District, which the City could support through the provision of technical advice and by cost sharing in street enhancement undertakings.

6.3 Interface with Residential Properties:

The relationship between the commercial area and the abutting residential neighbourhood is an important one. In addition to providing a service to residents of the area, the commercial development also has the potential of creating a number of physical problems for abutting residents which should be recognized and addressed when dealing with the issues of building setbacks, parking and expansion of the commercial area:

g) Most 13th Avenue commercial properties abut a residential property either to the north or south. The setbacks for the commercial property relating to that interface should take into account the residential standards and should especially avoid excessive intrusion of the building into the plane of the abutting residential front yard or allowing buildings to be sited too close to the common side yard. The existing zoning has established appropriate standards for such cases, and restricts front yards to a minimum of one half that required for abutting residential properties (usually 6.0m) and side yard to one half of the height of the abutting wall height of the commercial building.

h) Parking and loading areas have the potential to disrupt abutting residential properties especially if they are located in the plane of the abutting residential front yards. This situation should, therefore be entirely eliminated by prohibiting parking in the front yard where it abuts a residential zone.

Parking by shoppers on residential side streets has been raised as another concern. Various mechanisms such as short term business hour parking, issuing residents parking permits and ensuring the adequate provision of on street or off street parking in the commercial area should be considered.

i) Commercial properties should, in all cases, front or flank onto the shopping street. This strongly influences the depth along the residential side streets which commercial development may extend. An additional control limiting the maximum depth of commercial lots from the shopping street would ensure that excessive encroachment into the neighbourhood does not occur. Commercial encroachment should be restricted in order to stablize and enhance the residential environment and reinforce the establishment of a concentrated retail district.

6.4 Commercial Nodes

There are two small commercial nodes in existence within the study area which are distinct from the 13th Avenue shopping street as discussed in this report. The nodes are located at Elphinstone Street and 13th Avenue, and 13th Avenue and Pasqua Street. There are also several confectionaries in the area which will be discussed separately.

a) The commercial node at 13th Avenue and Elphinstone Street is presently made up of several businesses including: Kowloon Restaurant, El-Mec-Tronics, Natural Decor, Rag Doll Clothes, House of Drapery, Style Rite Tailors and House of Macrame.

Bylaw 7884 approved by Council on November 5, 1984 designated this site NC - Neighbourhood Convenience. A review of the existing uses, and regulations for this zone confirms the appropriateness of this designation. Requiring new developments to be built to the shopping street would be inappropriate in an area in which nearby buildings generally feature a setback. Additionally the range of uses in the NC - Neighbourhood Convenience zone is more restrictive than the proposed shopping precinct regulations. An effect of this may be to encourage a more diverse and intense development along the "shopping street" and secondly, to reduce the demand to "link" the Elphinstone Street node to the shopping street through rezoning of the intervening three blocks currently used for residential proposes.

b) The node located at Pasqua Street and 13th Avenue consists of a 7-11 store. As part of the Neighbourhood Commercial Study this site was zoned LC - Local Commercial. This zoning is considered appropriate given the size of the store on the site..

c) Within the study area are several older confectionaries. These uses are currently legally non-conforming uses, and they have been so ever since zoning was first introduced in 1927. In principle, these uses may remain indefinitely, in their present form, but any redevelopment or reuse of the site must comply with the existing residential zoning regulations and standards. It is expected that these uses will be phased out over time and the sites will be reused for residential purposes. There is no perceived need to change policy with respect to confectionaries in residential zones.

6.5 Conclusions

The following conclusions have been reached from planning analysis, community input, and businesses interviews with respect to land use policy and future development along 13th Avenue in the Cathedral Neighbourhood.

a) The 13th Avenue commercial area is comprised of several distinct commercial areas; a shopping street precinct from Angus to Garnet Street including the Safeway store and businesses along Robinson Street and, commercial nodes at the intersection of 13th Avenue and Elphinstone Street, and at Pasqua Street and 13th Avenue. The institutional uses on the south side of 13th Avenue serve to define the westerly extent of the commercial precinct.

b) The existing LC1 zoning standards do not fully take into account the desirable development characteristics of the "shopping street." Future development on the north and south sides of 13th Avenue should be oriented to front onto 13th Avenue. The commercial precinct should only include properties abutting from the shopping street so that all commercial properties have direct access to it, except as described in c) and d) below.

c) Opportunity exists to develop a town square focus based around the Safeway store, parking lot and businesses on the west side of Robinson Street and properties on the east side of Retallack Street.

d) It is appropriate to zone several residential buildings on the east side of the 2100 Retallack Street block to commercial use to provide the opportunity to concentrate businesses and develop the "town square concept." The commercial zoning could apply to those properties immediately east of the Safeway property.

e) Emphasis should be placed on consolidation of the present commercial area rather than extension of commercial uses into abutting residential areas or extending the commercial zoning along 13th Avenue.

f) Consideration should be given to the establishment of a Business Improvement District (BID) along 13th Avenue based on the findings of the business interviews.

g) The 13th Avenue commercial strip provides commercial services not only to neighbourhood residents, but to a significant population which lives outside the study area.

h) It is desirable to reinforce the commercial shopping street concept by requiring buildings to be built on or near the shopping street property line, and provide for continuous retail frontage.

i) Office and residential uses are considered appropriate above ground floor retail space.

7.0 RECOMMENDATIONS

The following recommendations are made with respect to zoning regulations, zoning map changes, outstanding applications, and other related matters as part of the 13th Avenue Commercial Study.

7.1 Zoning Regulations

It is recommended that:

The Zoning Bylaw 7878 be amended to include the following LC3 Local Commercial Shopping Street Zone and regulations.

2.1 Establishment of Zones:

The following zone is established:

Commercial

LC3 - Local Commercial Shopping Street Zone

2.14A Corner Lots in Commercial Zones

In the LC3 zone, where a building adjoins or is separated from a Residential Zone by a public lane or utility right-of-way, its principal pedestrian access shall be from the street other than that abutting the adjacent Residential Zone.

4.20 C LC3 - Local Commercial Shopping Street Zone:

The purpose of the LC3 zone is to recognize the development characteristics of older neighbourhood commercial shopping streets and to allow for infill development which relates to the existing buildings and shopping environment.

4.20 C.1 Permitted Uses:

The following are permitted uses in the LC3 zones:

a) Bakery Shops
b) Banks or Other Financial Institutions
c) Churches
d) Confectionery Stores

e) Day Care Centres subject to the provisions of Section 9.3
f) Libraries
g) Medical or Dental Clinics
h) Offices of 200m^2 or less in gross floor area
i) Personal Service Establishments
j) Private Clubs
k) Repair Shops of less than 200m^2 in gross floor area
l) Retail Stores of less than 300m^2 in gross floor area

4.20 C.2 Discretionary Uses:

The following are discretionary uses in the LC3 zone:

a) Commercial Clubs
b) Community Centres
c) Convenience Stores
d) Dwelling Units in the same building as a permitted or discretionary use in this zone
e) Fast Food Outlets
f) Grocery Stores
g) Licensed Cocktail Rooms
h) Licensed Dining Rooms with a maximum seating capacity of 100 persons
i) Licensed Private Clubs
j) Licensed Restaurants with a maximum seating capacity of 100 persons
k) Liquor Stores
l) Nursery Schools (Type 1)
m) Offices of greater than 200m^2 in gross floor area
n) Repair shops of 200m^2 or more in gross floor area
o) Restaurants with a maximum seating capacity of 100 persons
p) Retail stores of 300m^2 or more in gross floor area
q) Shopping Centres containing uses permitted or discretionary in this zone

4.20 C.3 Regulations

1) The following regulations shall apply in LC3 zones:

Minimum Lot Area	100m^2
Minimum Frontage	5.0m
Maximum Site Coverage	100%*
Maximum F.A.R.	2.0
Minimum Front, Rear or Side Yards	0.0m*
Maximum Height	13m

2) The maximum building setback from any street property line shall be 2.0m except in the case of a corner property which abuts a residential zone in which case the provisions of Section 10.2.1 shall apply. This provision (4.20 C.3 2) shall not apply to Parcel A, Block 400, Plan 60R05332."

*Refer to Section 10.2.1

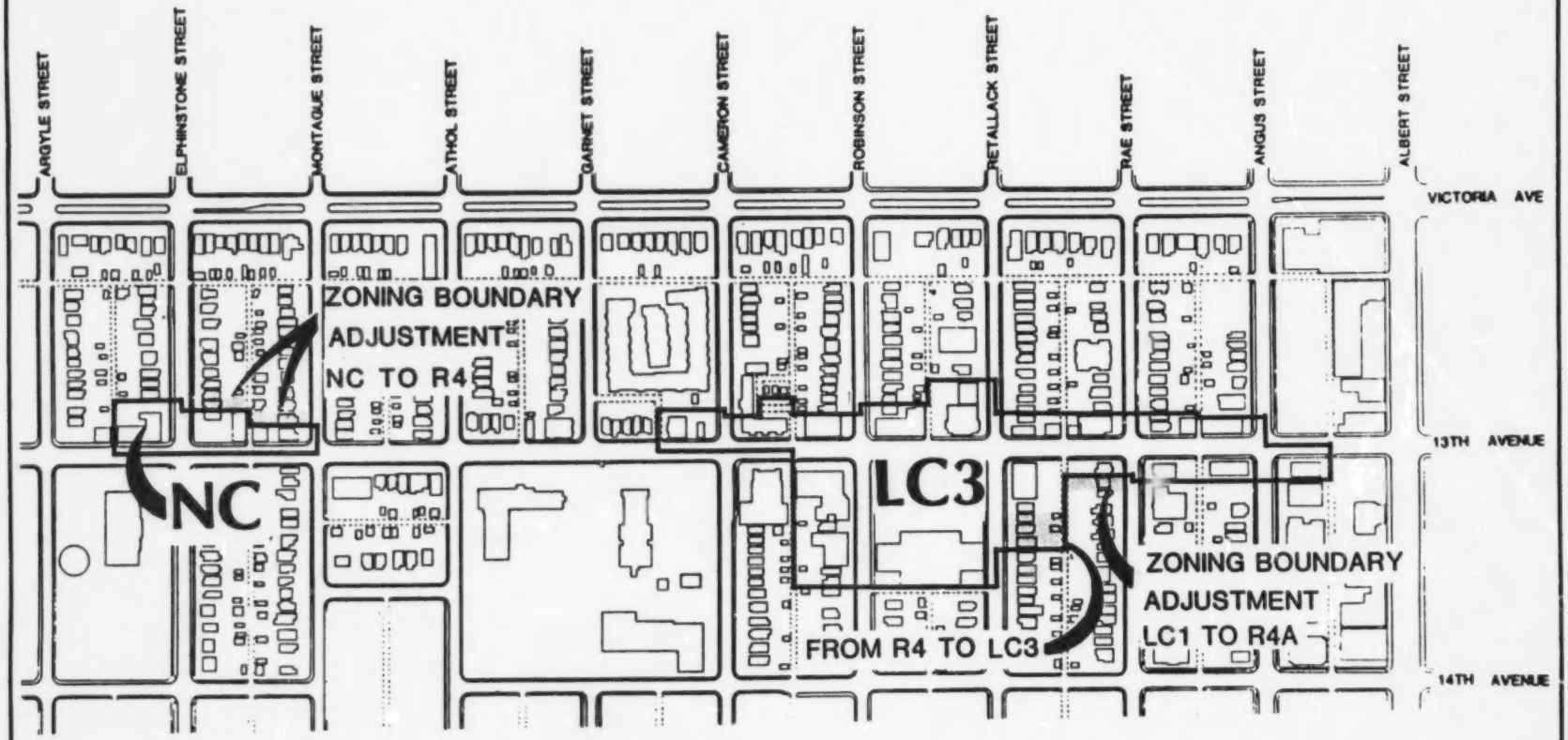
8.3.1 Number of Parking Spaces Required:

a) Retail Stores, grocery stores, personal service establishments, service and repair shops -	
i) less than 325 square metres of gross floor area	No requirement
ii) over 325 square metres of gross floor area:	1 space per 50 square metres of gross floor area over 325 square metres.
b) Offices -	
i) less than 325 square metres of gross floor area:	No requirement
ii) more than 325 square metres of gross floor area:	1 space per 100 square metres of gross floor area over 325 square metres.
c) All other uses	As per Section 8.3.1 of Bylaw 7878.

10.2.1 Yard Requirements in Commercial Zones:

Buildings located in Commercial zones on lots which are adjacent to a Residential zone shall be so located as to provide a side yard adjacent to the Residential zone at least one half the height of the vertical wall of the building to a maximum of 3 metres, and shall be so located as to provide a front yard of no less depth than one - half the front yard required for a building on the adjacent lot.

MAP 13 PROPOSED 13TH AVENUE ZONING



N

SOURCE

PLANNING DEPARTMENT , 1985

SCALE

7.2 Zoning Map Changes

a) It is recommended that the following commercially zoned properties be zoned LC3 - Local Commercial Shopping Street Zone: (See Map 13)

Civic Address	Legal Description
2072 Angus Street	Lot 24 & 25, Block 373, Old 33
2071 Rae Street	Lot 27, S. 5' of 28, Block 373, Old 33
2079 Rae Street	Lot 26, Block 373, Old 33
2080 Rae Street	Lot 24/25 Ex. W. 25'-25/W. 25' - S.20' 24, Block 374, Old 33
2100 Rae Street	N. 33 1/3' of 20, Block 401, Old 33
2105 Rae Street	Lot 1, Block 402, Old 33
2066 Retallack Street	S. 12'-20, 21, 22, Block 375, Old 33
2075 Retallack Street	Lot 27, Block 374, Old 33
2101 Retallack Street	Lots 1, 2, Block 401, Old 33
2105 Retallack Street	Lots 1, 2, Block 401, Old 33
2109 Retallack Street	Lots 1, 2, Block 401, Old 33
2115 Retallack Street	N. 1/2 of 3, Block 401, Old 33
2071 Robinson Street	Lots 26 to 28, Block 375, Old 33
2114 Robinson Street	N. 10' of 18, S. 20' of 19, Block 399 Old 33
2118 Robinson Street	N. 30' of S. 40' of 18, Block 399, Old 33
2124 Robinson Street	N. 20.2'-17/s. 10'-18, Block 399 Old 33
2130 Robinson Street	S. 29.8' - 17, Block 399, Old 33
2136 Robinson Street	Lot 16, Block 399, Old 33
2142 Robinson Street	N. 1/2 of 15, Block 399, Old 33
2146 Robinson Street	S. 1/2 of 15, Block 399, Old 33
2077 Cameron Street	Lot 6 & 6A Block 376, Plan CE5560
2627 13th Avenue	Lot 1, Block 403, Old 33
2709 13th Avenue	Lot 20, Block 402, Old 33
2816 13th Avenue	W. 25'-25/W. 25'-S. 20'-24, Block 374 Old 33
2824 13th Avenue	E. 53' of 26, Block 374, Old 33
2830 13th Avenue	W. 72' - 26, Block 374, Old 33
2900 13th Avenue	Lot 23 to 25, Block 375, Old 33
2915 13th Avenue	Lot A, Block 400, Plan 60R05332
3004 13th Avenue	Lot 24 and 25, Block 376, Old 33
3005 13th Avenue	N. 30'-19/20, Block 399, Old 33
3024 13th Avenue	Lot 10 & 10A, Block 376, Plan CE5560
3026 13th Avenue	Lot 9 & 9A, Block 376, Plan CE5560

Civic Address	Legal Description
3030 13th Avenue	Lot 8 & 8A, Block 376, Plan CE5560
3032 13th Avenue	Lot 7 & 7A, Block 376, Plan CE5560
3100 13th Avenue	Lot A, Block 377, Plan 79R36508
3104 13th Avenue	Lot B, Block 377, Plan 79R36508

Rationale: The amendments serve to rezone properties now zoned LC1 to LC3.

b) It is recommended that the following residentially zoned properties be zoned LC3 - Local Commercial Shopping Street Zone:

Civic Address	Legal Description
2119 Retallack Street	S. 1/2 of 3, Block 401, Old 33
2123 Retallack Street	N. 33 1/3' of 4, Block 401, Old 33
2127 Retallack Street	S. 16 2/3 of 4, N. 16 2/3' of 5, Block 401, Old 33

Rationale: The amendment serves to slightly expand the commercial area on the 21 Block Retallack Street to implement the "town square concept" presented in this Plan (Section 6.5).

c) It is recommended that the following properties zoned partially commercial and partially residential be rezoned entirely residential:

Civic Address	Legal Description	Proposed Zoning
i) 2108 Rae Street	Lots S. 16 2/3' of 20, N. 16 2/3' of 19, Block 401, Old 33	R4A

Rationale: The present zoning splits this property. Since the site is the "second in depth" from 13th Avenue, the site is most appropriately zoned residential (R4A). In the event, the site is consolidated with the property to the north, a rezoning could be considered in accordance with the policies and guidelines of this plan.

Civic Address	Legal Description	Proposed Zoning
ii) 2071 Montague	Lots S. 15' of 23, all of 24 excepting thereout the most southerly 10', Block 380, Old 33	R4

Rationale: The zoning boundary currently divides this property. The appropriate zone for this site is R4 rather than NC because the site is used for residential purposes.

Civic Address	Legal Description	Proposed Zoning
iii) 2067 Elphinstone Street	Lot 29, Block 380, Plan Old 33	R4

Rationale: The site is currently zoned NC - Neighbourhood Convenience. The site is currently used for residential purposes. A development permit has been issued for the 22.86m (75 feet) to the south. The site will represent an isolated site of 7.62m (25) feet zoned NC. Given the present use the site is most appropriately zoned R4.

7.3 Future Rezonings

It is recommended that:

No additional rezonings to LC3 be entertained in the study area except where full consideration has been taken of the principles described in Section 6.5 of this report.

7.4 Outstanding Applications

There are currently two outstanding zoning applications in the 13th Avenue area. It is appropriate that they be dealt with at this time.

a) Lots N. 16 2/3' of 19, S. 16 2/3' of 20, S. 33 1/3' of 19, and N. 33 1/2' of 18, Block 401, Plan Old 33,
2108, 2112, 2118 Rae Street

Applicant: Campbell and Haliburton (Regina) Ltd.
Application No.: 84-Z-55
Zoning Applied For: LC1 from R4A

Recommendation:

It is recommended that the application be DENIED for the following reasons:

i) the proposal is contrary to the objectives of this Plan, in that the proposal represents an intrusion of commercial use into a residential area;

ii) the development would be oriented onto Rae Street, a local street, rather than the shopping street precinct.

b) Lot 14, Block 399, Old 33
2152 Robinson Street

Applicant: Dr. Ivanoski
Application No.: 84-Z-50
Zoning Applied For: LC1 from R4A

Recommendation:

It is recommended that the application be DENIED for the following reasons:

i) the proposed site would extend the shopping centre precinct beyond the acceptable limit (re: the extension of the south property line of Parcel A (the back of the Safeway lot).

ii) the proposed project would result in an extension of commercial uses into a residential area along a local street.

7.5 Elphinstone Street and 13th Avenue

It is recommended that:

The NC zoning be maintained for this area as recommended in the Neighbourhood Commercial Study and this report. Minor boundary adjustments are warranted to recognize existing and approved uses in this area.

7.6 Notification of Property Owners

It is recommended that:

Assessed property owners be notified by letter of the proposed zoning changes in accordance with the provisions of Section 209 (1) of the Planning and Development Act, 1983.

7.7 Business Improvement District

It is recommended that:

The Administration proceed with determining the level of interest in establishing a Business Improvement District in the 13th Avenue area.

7.8 Urban Design and Site Design Guidelines

It is recommended that:

The Urban Design and Site Design Guidelines set out in Appendix C of this report be adopted as guidelines when considering future development applications in the LC3 zone.

7.9 Other Areas for the LC3 Zone

It is recommended that:

The Administration examine the applicability of the proposed LC3 zone in other areas of the City in particular the 5th Avenue shopping area, 11th Avenue east of Broad Street, and other neighbourhood shopping streets which may be identified.

APPENDIX A

TERMS OF REFERENCE

STUDY OBJECTIVES

1. To review the appropriateness of the current zoning along 13th Avenue.
2. To develop appropriate zoning regulations, urban design and site layout guidelines for the existing shopping precinct along 13th Avenue.
3. To investigate the function of 13th Avenue shopping in terms of the range of services provided and shoppers frequenting the area.
4. To investigate the traffic conditions along 13th Avenue.
5. To evaluate the impact of institutional uses along 13th Avenue.
6. To determine the interests and wishes of residents and businesses in the 13th Avenue Area with respect to land use policy.

WORK PROGRAM

The study is broken down into four major components.

a) Field Survey

Will include data collection and analysis on land use, ownership, parking (location and type), development characteristics (height, form, and building setbacks), and other related data.

b) Development of Goals and Objectives for 13th Avenue

This work will involve the formulation of study directions, and provide a concise articulation of what is to be accomplished.

c) Community Involvement

To determine the interests and concerns of businesses, residents and other groups with respect to land use policy along 13th Avenue. This will be achieved by meetings with groups and individuals and use of other techniques considered appropriate.

d) Land Use Policy and Zoning

To develop land use policy, zoning regulations, and urban design and site layout guidelines to manage development along 13th Avenue.

Other civic departments including Public Works and Engineering, Transit, Buildings and Properties, and Parks and Recreation will be consulted as warranted.

STUDY TIMING

The total study time is expected to be approximately six months from the date of approval of the Terms of Reference. Additional time may be required for public involvement once the report is released to the public. A time extension would have only marginal impact on staff time commitment.

STUDY AREA

The proposed study area will include all lands lying between Albert Street on the east, Argyle Street on the west, Victoria Avenue on the north, and 14th Avenue in the south. Particular attention will be given to the NC zone districts within the area, the land use relationships within the districts, and the interface which exists between commercial, institutional, and residential uses in the area. The study area includes twenty blocks.

STUDY STEERING COMMITTEE

Planning Department staff will meet on a regular basis with representatives from the Cathedral Area Planning Committee. The purpose of the meetings will be to present the work program, present preliminary findings and information, identify issues, evaluate alternate scenarios and review study findings.

APPENDIX B

SUMMARY OF QUESTIONNAIRE RESPONSES

Following is a summary of the questionnaires completed by sixteen businesses located in the 13th Avenue commercial area. The number of responses indicated is the actual number recorded not percentage figures. In some cases, responses have been categorized where appropriate.

1. What is the principal reason your current location is good for your business?

Traffic Volumes	4
Good Area	4
Close to Downtown	3
Good Parking	2
Visible Location	1
Other Business Attract Clientile	1
	15

2. If there are problems with the location, what is the principal deficiency?

None	11
Parking	2
Too much traffic	2
Need more working people	1
	16

3. What changes in vehicular traffic conditions have you observed in the past two years?

Increase in traffic	11
No change	2
Speed increase	2
	15

4. Has this affected your business?

Postively	8
Negatively	0
Other (no effect)	6
	14

5. Do you provide off-street parking?

Yes	6
No	10

6. If yes, is it used:

Frequently	6
Infrequently	0

7. What types of businesses do you think will be attracted to 13th Avenue in the future?

Ethnic shops-specialty stores	8
Small businesses	2
Gas Bar/station	2
Small confectionery	1
Restaurants	1
Business offices	1
	15

8. What do you like or dislike about the way businesses are located along 13th Avenue?

- need more parking
- like the area the way it is
- business should be close together from Albert to Elphinstone
- need more two storey buildings
- strip should extend to Elphinstone
- all the stores are close together within walking distance

- need more concentration - too spread out
- would like to see more commercial development along the block to provide a total service area
- too many grocery stores
- convenience stores are impersonal

9. Do your customers comment on parking and transit availability?

Parking	-	5 frequently	- positively
		1	- negatively - tickets
		9 infrequently	
		15	
Transit	-	9 infrequently	
		7 no response	
		16	

10. If future developments are built along 13th Avenue should they be:

7	Built to the front property line
5	Set back somewhat
3	Don't care
1	Not sure
16	

11. What kinds of changes do you see along 13th Avenue in the future?

- not much change (4)
- more small businesses (2)
- businesses attracted from the downtown
- character will improve
- see it as a specialty strip
- rezonings to allow more businesses
- convenience store at 13th and Elphinstone
- don't change the architechure

12. Do you live in the neighbourhood?

Yes	7
No	9

13. What percentage of your staff live in the Cathedral Area?

0 - 25%	9
26 - 50%	2
51 - 75%	1
76 - 100%	3
	14

14. Would you like to see more parking?

3 On 13th Avenue keeping in mind that travel lanes would have to be reduced?

6 Provided on private property with new developments?

4 No more parking is required.

3 Increased parking on side streets, utilizing both sides of the street.

15. What suggestions do you have for physical improvements to 13th Avenue?

11	Lighting	12	Waste containers
6	Crosswalks	7	Benches
0	Bus shelters	8	Street trees
0	Building setbacks	11	Planter boxes
0	None		
7	Other - Christmas decorations		
	- lane lighting		
	- telephone booth		
	- fix streets		
	- buildings designed in a distinctive way		
	- stop signs/lights		
	- fire hydrants decorated		

16. Would you be prepared to contribute towards these improvements?

10	Yes	3	No

17. What proportion of your customers live outside the Cathedral Area?

0 - 20%	2
21 - 40%	4
41 - 60%	1
61 - 80%	5
81 - 100%	3

18. How important is their business to you?

4	Important
10	Very Important
1	Extremely Important

19. What proportion of your customers:

	0-25%	26-50%	51-75%	76-100%
a) walk from their home to your store	4	5	0	0
b) Arrive by car and park on the street or in a lot close to your business	0	4	3	6
c) Arive by car and park elsewhere on or near 13th Avenue	2	2	0	0

20. Do you feel a sense of community in this area, and is it important to you?

16	Yes	0	No

21. Other Comments

- Community is very good and they protect businesses in the area.

- Community centre is very good, policing is very good, the zoning is stopping it from growing.
- There is room for development-re-not too much; perhaps 10 - 20 businesses, more than that would lose a sense of community like a small town.
- Enjoy having a business here.
- Change it as little as possible - leave it like it is.
- No problem it is a pretty good area
- Perhaps rental housing could cause problems with transients.
- Retain the zoning as it is, don't make it all commercial.
- The area is like a small town, and it feels good to be from the area.
- It has been improved over the last few years. The snow removal unit should take more care in doing the area.
- Need a little more policing in the area. Need lane clean up.
- The businesses should unite and start a business association.
- Change the taxes
- Good policing - Large transient population means more problems.

APPENDIX C

URBAN DESIGN AND SITE DESIGN GUIDELINES

The following guidelines are provided to aid developers, builders, and existing property owners when considering building improvements or new construction along the 13th Avenue shopping street precinct.

Architectural Design

- Existing structures in sound or rehabilitable condition and of worthwhile architectural character should be reused where feasible to retain the unique character of the neighbourhood commercial district.

- The design of new buildings, building additions and alterations, and facade renovations should reflect the positive aspects of the existing scale and design features of the area. Building forms should complement and improve the overall neighbourhood environment.

- Retail buildings are encouraged to provide architectural or design features which protect the shoppers from harsh climatic elements (eg. awnings, canopies, sheltered areas, vegetation and sheltered areas with southern exposures).

- Buildings should be constructed to provide for ground floor retail activity. Office and residential use is encouraged above the ground floor.

- The shopping street precinct should have a multitude of shops lining the street to create a lively and enjoyable space. Shop fronts should be narrow to allow for variety. Where larger stores are desirable they should have minimal frontage and appropriate facades with abundant window displays to give an impression of intimacy.

Fronting

- Facades of new development should be consistent with design features of adjacent facades that contribute to the visual qualities of the neighbourhood commercial district.

- To encourage continuity of retail sales and services, at least one-half of the total width of any new or reconstructed building, parallel to and facing the commercial street should devoted to entrances, show windows, or other displays. Where a substantial length of windowless wall is found to be unavoidable, eye-level display, a contrast in wall treatment, offset wall line, outdoor seating and/or landscaping should be used to enhance visual interest and pedestrian vitality.

- Clear, untinted glass should be used at and near the street level to allow maximum visual interaction between sidewalk areas and the interior of buildings. Mirrored, highly reflective glass or densely-tinted glass should not be used except as an architectural or decorative accent.

- Where unsightly walls of adjacent buildings become exposed by new development, they should be cleaned, painted or screened by appropriate landscaping.

Height and Bulk

- The height of a proposed development should relate to the individual neighbourhood character and the height and scale of adjacent buildings to avoid an overwhelming or dominating appearance of new structures. Transitions between high and low buildings should be provided if the proposed height exceeds twice the existing height of adjacent buildings.

Landscaping and Street Design

- Suitable landscaping can greatly enhance the image of the commercial district and contribute to establishing an identity of the shopping area. A district streetscape plan should be developed. A district streetscape plan would include design features such as the color and texture of the sidewalk and crosswalk pavement, lay-out of the sidewalk with bus bulbs and spaces for street vendors, and design and location of street furniture such as benches, bus shelters, newspaper racks, and waste receptacles.

- When parking is required, it should be at the rear of the buildings.

- Commercial lighting should be of sufficient illumination to provide for safety and effective marketing. It should be confined to the commercial component of the site and not produce glare or spillover lighting on adjacent residential development.

- Certain open uses such as parking lots should be visually screened along the street frontage and from abutting residential properties by low walls, earth berms and/or landscaping. However, the safety of the lots should not be reduced through these measures.

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